



# Defense POW/Missing Personnel Office

2004 Annual Report



**"We will not rest until we have made the fullest possible accounting for every life."**

--November 11, 2004, Veterans Day



The Defense Prisoner of War/Missing Personnel Office (DPMO) provides policy, control, and oversight for the mission to recover and account for DoD personnel who become isolated, captured, or otherwise missing while serving our nation during hostilities. These actions, defined as *personnel recovery and accounting*, are the sum of military, civil, and political actions to gain the return of our service men and women...one of our highest national priorities.

This report provides a window into some of DPMO's programs and initiatives. For more information about DPMO and its latest activities, please visit our Web site at [www.dtic.mil/dpmo](http://www.dtic.mil/dpmo).

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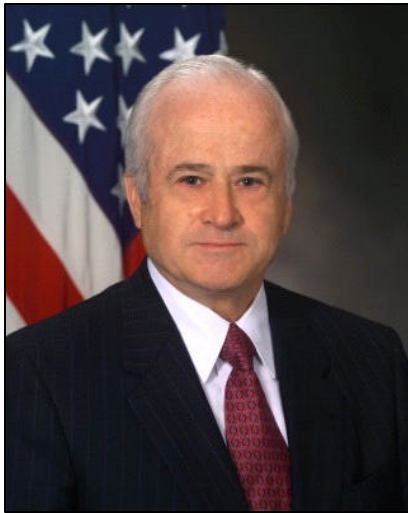
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# MESSAGE FROM THE DEPUTY ASSISTANT SECRETARY



The Defense Prisoner of War/Missing Personnel Office leads the national effort to account for DoD personnel missing as a result of hostile action and to establish the most favorable conditions to recover those who become isolated in harm's way. Our motto, "Keeping the Promise," goes to the very heart of what we strive to achieve. This mission is sacred to all of us who work daily around the globe to find answers regarding these missing Americans who sacrificed for this great nation.

We have set a standard for excellence for which our nation is justifiably proud. I am honored to have led this effort for more than three years. I proudly attest to the commitment that all the men and women of the entire accounting and recovery communities demonstrate daily. We are proud to share with you our 2004 accomplishments.

Sincerely,

A handwritten signature in black ink, appearing to read "Jerry D. Jennings". The signature is stylized with large, sweeping loops and a prominent initial "J".

Jerry D. Jennings  
Deputy Assistant Secretary of Defense  
POW/Missing Personnel Affairs

# DPMO – PAST, PRESENT, AND INTO THE FUTURE

## DPMO's MISSION:

Lead the national effort to account for personnel missing as the result of hostile action and establish the most favorable conditions to recover those who become isolated in harm's way.

## DPMO's VISION:

The *Promise Kept* to those who serve in defense of this great nation – to bring them home, honor their sacrifices, and keep faith with their fellow warriors and families.





# *DPMO – PAST, PRESENT, AND INTO THE FUTURE*

Today, thousands of Americans are serving in the United States Armed Forces and in various U.S. government agencies in pursuit of our national interests, very often in dangerous and inhospitable environments. They must be confident that, should something happen to them in the course of their service, their nation will not abandon them. This is fundamental to our national character.

President Bush and his entire administration consider the quick recovery of isolated personnel and the fullest possible accounting for missing personnel among our nation's highest priorities. The Defense POW/Missing Personnel Office leads the national effort to account for personnel still missing as a result of past conflicts and ensures the nation maintains a powerful and credible capability to rescue those who become isolated in harm's way today. The office is committed to those who fell on distant battlefields of the past and to those who might become missing today and in the future, to their fellow warriors, and to their families to "Keep the Promise" to bring them home with honor.

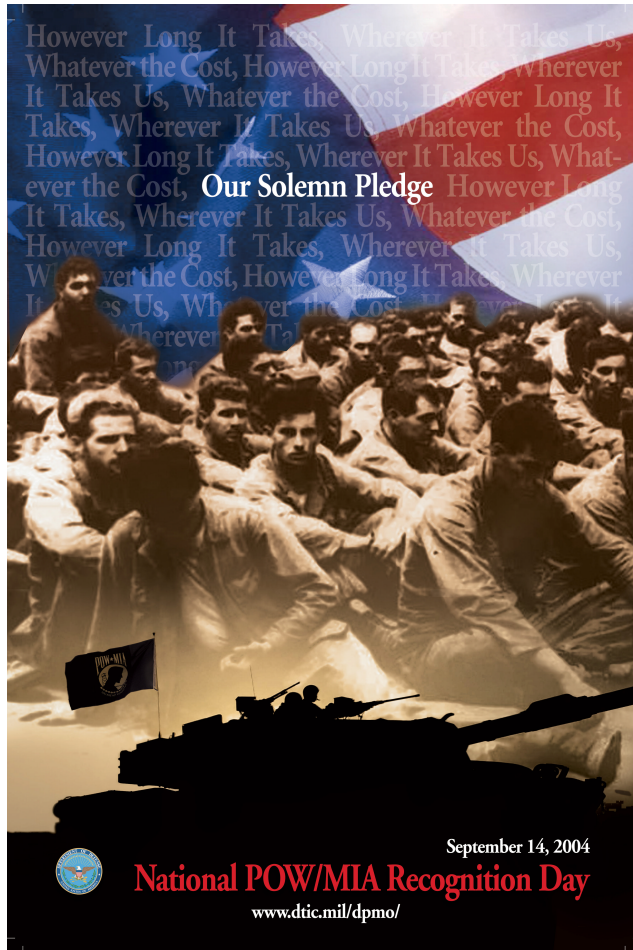


## Guiding Principles

Five principles guide our efforts to recover and account for America's captured, isolated, or otherwise missing personnel:

- The United States must have a powerful and credible capability to recover isolated or missing American personnel by ensuring that we have the best trained, best equipped, and best led forces possible to effect such recoveries.
- The nation will devote all required resources, and not shrink from using the full range of our national instruments of power to recover and account for our personnel. It will integrate the capabilities of all departments and agencies to achieve this common goal.
- The United States will work closely with all nations that can assist in our recovery and accounting efforts, or that might have relevant information concerning the fate of our personnel, and stress that this mission is high on our diplomatic agenda.
- DPMO will maintain a close working relationship with Congress to identify and ensure necessary resources and capabilities are available to carry out the personnel recovery and accounting missions.
- And finally, DPMO will foster and maintain an open and forthright dialogue with the families of America's missing, veteran's service organizations, and the American public.

Simply put, whether missing as a result of past, present, or future conflicts, America will spare no effort to bring its Service members home.



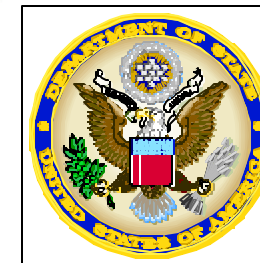
# PERSONNEL ACCOUNTING

The United States government is actively pursuing the fullest possible accounting of Americans missing from past conflicts, beginning with World War II. The Defense POW/Missing Personnel Office leads the effort, supported by the Joint POW/MIA Accounting Command (JPAC), which is responsible for remains recovery and identification, the Defense Intelligence Agency, the Armed Forces DNA Identification Laboratory, and the U.S. Air Force's Life Sciences Equipment Laboratory.

Also critical to the nation's accounting efforts are the many offices of the Department of State. Especially important are the American ambassadors and their country teams in the various nations in which we operate.

Finally, we could not account for our personnel still missing overseas were it not for the cooperation of the countries in which we operate. Each offers various levels of cooperation, from total freedom to go wherever "the leads" take us, to much more restrictive access. Nevertheless, without their help, we would not be able to bring our fallen warriors home. We work together in a spirit of cooperation to move this humanitarian mission forward.

**Definition:** Personnel accounting is "The sum of military, civil, and diplomatic efforts to locate, recover, and identify personnel unaccounted for as a result of hostile acts. For the purpose of this report, we will consider personnel accounting as the effort to account for individuals missing as a result of past conflicts; i.e., World War II, the Korean War, the Cold War, the Vietnam War, and the 1991 Gulf War.





# PERSONNEL ACCOUNTING – Sharing America's Expertise with the World

Representatives of numerous countries have approached the United States to learn of its programs to account for missing personnel. These include Japan, the Republic of Korea, Israel, Russia, Vietnam, Iraq, and others. In a move to institutionalize a program that shares U.S. expertise with others, DPMO joined with the Asia-Pacific Center for Security Studies (APCSS), to do just that in 2004.

From August 9 through 12, DPMO co-hosted with APCSS a conference entitled "U.S. Worldwide POW/MIA Accounting Efforts: Process and Operations." The conference was held in Honolulu and was attended by representatives from Burma, Cambodia, Laos, Russia and Vietnam who assist our investigative efforts in their countries. Representatives from DPMO, APCSS, the Joint POW/MIA Accounting Command, the Defense Intelligence Agency, United States Pacific Command, the American Legion, and a family member of an



*LtGen (Ret) "Hank" Stackpole addresses participants of the first joint DPMO/APCSS conference on worldwide POW/MIA accounting efforts.*



*Participants in DPMO's and APCSS's first conference on the United States' worldwide efforts to account for its missing personnel.*

American soldier still missing from the Vietnam War supported the conference. Representative Ed Case of Hawaii's Second Congressional District was the featured speaker at a conference dinner.

The purpose of the conference was to offer foreign delegates a view of U.S. worldwide accounting efforts and to acquaint them with the moral, historical, cultural, and political reasons for America's commitment to its missing.

Participants agreed that the opportunities for dialogue, as well as the information imparted, increased mutual understanding and encouraged greater cooperation. DPMO will co-host, with APCSS, another conference in 2005 with expanded foreign participation.

# PERSONNEL ACCOUNTING—WORLD WAR II



"There's no more effective way of creating bitter enemies of the Army than by failing to do everything we can possibly do in a time of bereavement, nor is there a more effective way of making friends for the Army than by showing we are personally interested in every casualty which occurs."

General of the Army  
George C. Marshall  
Chief of Staff of the Army  
1944

# PERSONNEL ACCOUNTING – World War II

More than 78,000 Americans are still missing from World War II, many lost at sea or buried with full military honors in national cemeteries as “unknowns.”

In 2000, Public Law 106-65 stated, “The Secretary of Defense shall make every reasonable effort to search for, recover, and identify the remains of United States servicemen lost in the Pacific Theater during World War II (including New Guinea) while engaged in flight operations.” While this legislation is narrowly focused, DoD has expanded its WWII accounting efforts beyond its confines, expanding our global effort to account for all WWII missing, regardless of where they fell.

## Personnel Missing, World War II Database Project –

Although we responded to numerous requests from families and concerned citizens on more than 1,200 Korean and Vietnam War losses, we expect growing interest in WWII to generate increased inquiries in the coming years.

In 2004, DPMO continued developing the first-ever, complete list of WWII servicemen whose remains were not recovered or identified after that war. To date, DPMO has completed two phases of the three-phased project. We are now cross referencing an electronic record of the American Graves Registration Service Roster of Military Personnel Whose Remains were Not Recovered 1951-54 (AGRS Roster) with an electronic record of the American Battle Monuments Commission Microfiche Collection

(ABMC Microfiche) provided by the Joint POW/MIA Accounting Command.

The electronic AGRS Roster provides an inclusive approximation of 79,009 servicemen missing or unidentified as of 1954, with information about an individual’s general geographic area of loss, branch of service, and date of loss. Of that number, 327 entries were either duplicates or the individual has been identified, leaving a total of 78,682 men still not accounted-for according to the AGRS Roster. The

ABMC Microfiche contains names of approximately 394,000 deceased WWII service personnel and the disposition of their remains at the end of Grave Registration Service efforts.



*American POWs on the Bataan Death March during WWII.*

Currently, analysts are researching the raw data provided by cross referencing the sources mentioned above to clarify the disposition of roughly 4,000 service personnel who appear on one, but not both lists of those still missing from WWII.

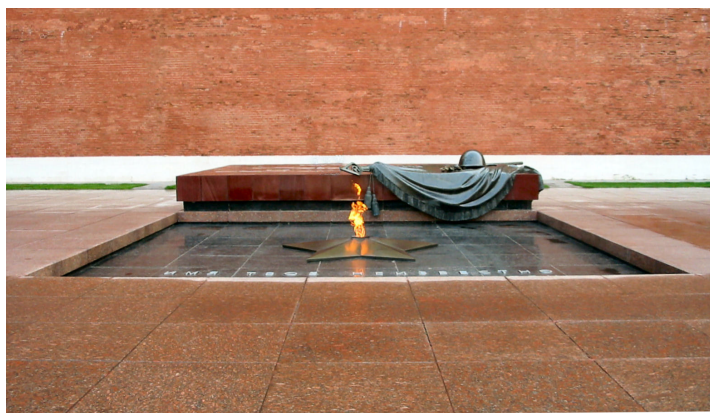


# PERSONNEL ACCOUNTING – World War II

## The Gulag Study—

In our study of the Soviet GULAG-- the Stalin-era system of forced labor camps – from WWII and the Cold War era -- we investigate hundreds of claims that the former Soviet Union held American servicemen in those camps. We expanded the scope of the study to include the archives of Radio Free Europe/Radio Liberty and the Open Society Archives at Central European University in Budapest, Hungary. These collections contain a wealth of information about the GULAG, including locations of camps and statements by former inmates, administrators, and officials involved in maintaining the vast prison-camp network. These sources provided many leads, along with a new interview program among Hungarian survivors of the Soviet camps.

The GULAG study continues our research into the debriefings of Japanese and German POWs who survived imprisonment in the prison system following WWII.



*Russia's Tomb of the Unknown Soldier*

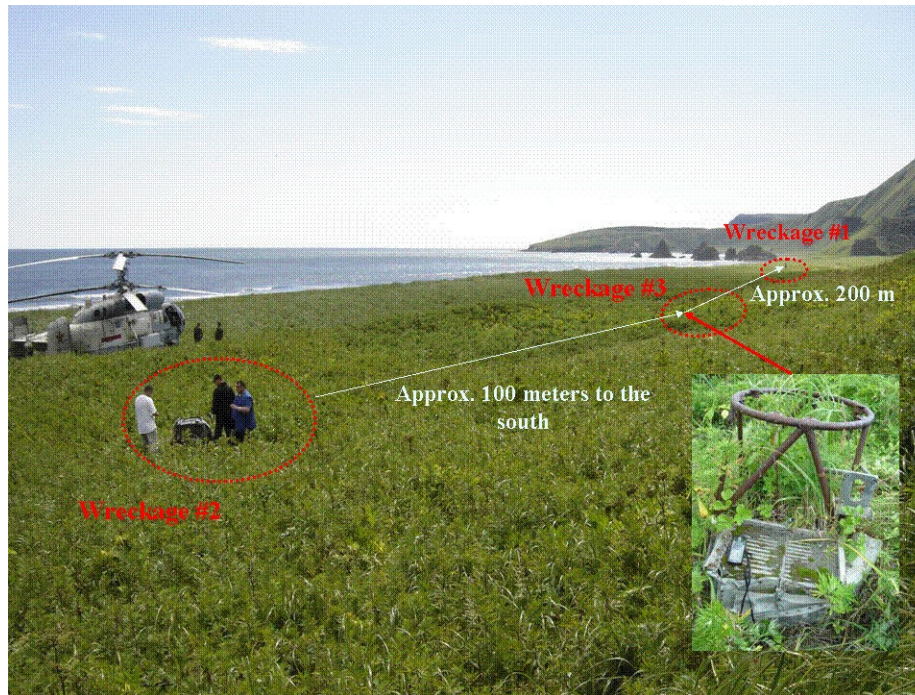


*U.S. Army Master Sergeant Mike Lunini, JCSD analyst for the Korean War Working group, travels to Ukraine several times each year primarily to interview former Soviet veterans of the Korean War. He is pictured here (fourth from the left) with a group of Ukrainian veterans during a trip to Kiev.*

These materials, known as the “Wringer Reports,” are contained in approximately 1,350 boxes at the National Archives and Records Administration in College Park, Maryland. They include frequent references to American servicemen in the GULAG and represent an important resource for future research efforts.

In support of the U.S.-Russia Joint Commission on POW/MIAs, DPMO researchers visited many cities in Russia and Central Europe where they interviewed foreign citizens, government officials, and veterans. The researchers collected witness statements, studied state archival holdings, and surveyed suspected crash and burial sites.

# PERSONNEL ACCOUNTING – World War II



*JCSD researchers visit the remote Vestnik Bay in Russia's Far East on the Kamchatka Peninsula where they found the crash site of an American B-24 bomber from WWII—the object of a future JPAC excavation.*

## Former Soviet Union and Eastern Europe—

DPMO researchers investigated several aircraft crash sites in the Russian Far East and numerous suspected grave sites in Slovenia, Bosnia-Herzegovina, Poland, the Czech Republic, and Hungary. Additionally, we established contacts with organizations in Croatia that may assist in regional research efforts.

On the Kamchatka Peninsula, our team photographed all visible parts and serial numbers that enabled analysts to identify the type of aircraft as a U.S. Army Air Corps B-24 bomber. DPMO's analysts are now working with the Joint POW/MIA Accounting Command to schedule a return visit to the site to inspect the wreckage more extensively. We are optimistic that what we learn during that visit will lead us to identifying the crew.



*B-24s on a bombing run over Ploesti, Romania, during WWII. These aircraft are similar to those excavated in Papua New Guinea, China and at Vestnik Bay on Russia's Kamchatka Peninsula. The Lady Be Good, lost over Libya during WWII, also was a B-24.*



# PERSONNEL ACCOUNTING – World War II

## Burma —



The United States and Burma continue to cooperate on accounting for Americans still missing in Burma as a result of World War II. More than 600 aircraft crashed in the China-Burma-India Theater of Operations and approximately 500 Americans remain unaccounted for in Burma.

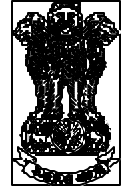
Cooperation between the United States and Burma began in 2002. Mr. Jennings led a delegation to Burma in June of this year to reaffirm the U.S. commitment to the humanitarian mission of bringing home the remains of missing Americans. He emphasized the need for Burma's support in arranging witness interviews and guarding sites that recovery teams intend to investigate.



Early this year, JPAC excavated a site in northern Burma and recovered remains believed to be those of Americans.

*Local workers build a bamboo viaduct system to redirect water away from an excavation site in Myitkiyna, Burma. (Photo by Staff Sgt. Jason Edwards)*

## India —



In November 2003, the Joint POW/MIA Accounting Command learned of three aircraft crash sites discovered in India, two potentially containing human remains.

- One site is located in Assam/India near the Burma border at 13,223 feet. JPAC correlated it to a C-87 loss on April 28, 1943, involving five Americans. A witness had earlier collected possible human remains at the site and provided them to JPAC's Central Identification Laboratory.
- A second site contains the wreckage of a C-47 near "Kallang Lake" at 14,570 feet. A data plate found on a piece of the aircraft debris correlates the loss to three American fliers who perished on November 2, 1943. A rescue party found the aircraft in late-1944, but difficult conditions prohibited it from returning the remains. Instead, the party buried them near the crash site.

Following up on this information, DPMO initiated discussions with the Government of India to gain access for recovery operations. Mr. Jennings visited New Delhi in November to discuss potential accounting operations for WWII losses in that country. Government of India officials responded positively, agreeing to consider our proposals. We will continue working with India to prepare for possible operations in 2005 or early 2006.



# PERSONNEL ACCOUNTING – World War II

## Papua New Guinea—



Since 1978, DoD teams from the U.S. Army Central Identification Laboratory, Hawaii, now part of the Joint POW/MIA Accounting Command, have conducted more than 35 operations in Papua New Guinea, recovering approximately 250 sets of remains believed to be those of American servicemen lost during WWII.



*Mr. Denny Danielson, a forensic anthropologist at JPAC, screens dirt excavated during a joint field activity in Papua New Guinea. (Photo by Staff Sgt. David McCarrison)*

*Sgt. Tamara Gross, a JPAC recovery team member, shows an identification tag she found while excavating a B-24 crash site in Papua New Guinea. (Photo by Staff Sgt. David McCarrison)*



The accounting community continued its WWII efforts with another recovery operation in Papua New Guinea. The operation focused on excavating the site of a B-24 that went down in the Morobe Province in December of 1943. In April, JPAC repatriated to Hawaii remains believed to be associated with the 11 American servicemen from that incident.

# PERSONNEL ACCOUNTING – The Korean War

More than 8,100 American servicemen never returned from the Korean War. Some men were buried in North Korea in temporary cemeteries or died in captivity. Many others died on the battlefields, and their remains could not be recovered at the time of their loss. Others simply disappeared—their fates unknown. The potential exists to recover and identify significant numbers of remains and to resolve the fates of many of these men.

## Democratic People's Republic of Korea –



In February, after intense negotiations spanning more than two years, Mr. Jennings arranged with his North Korean counterpart, Colonel General Li Chan Bok, to resume repatriating American remains recovered in North Korea across the Demilitarized Zone (DMZ). They also agreed to allow us to transport supplies, equipment, personnel, and remains recovered during joint activities across the DMZ, thus reducing the need for expensive transport via military airlift.

Between April and October, recovery teams from the Joint POW/MIA Accounting Command completed five joint field activities in North Korea. Their recovery efforts concentrated, once again, in Unsan and Changjin (Chosin) counties.

For the first time since 1999, on May 27 U.S. forces in Korea accepted on the Korean Peninsula the remains of what we believe to be 21 missing Americans. Similar ceremonies occurred following the next four recoveries,

repatriating 39 sets of probable U.S. remains from North Korea in 2004. This is the third highest number of remains repatriated in a single year since recovery operations began in North Korea in 1996. In all, U.S. teams have recovered remains believed to be those of more than 220 American soldiers.

During the recovery operations, DPMO analysts and researchers directly supported JPAC's field teams by quickly answering time-critical questions as they developed. Following the operations, DPMO's research focused on answering JPAC queries related to the recoveries from the Unsan and Chosin battlefields, and a November-December 1950 POW evacuation route to Pukchin Tarigol and Sambokkol near the Yalu River.



*Mr. Jennings (right) discusses accounting operations in North Korea with his counterpart from the Korean People's Army, Colonel General Li Chan Bok (center), during the November 2004 negotiations. (Photo by Larry Greer, DPMO)*



# PERSONNEL ACCOUNTING – The Korean War

Following the year's successful operations, talks occurred in Bangkok, Thailand, November 17-18, to plan 2005 operations. At the conclusion of the discussions, Mr. Jennings and Colonel General Li Chan Bok signed an arrangement to conduct once again five joint field activities in North Korea beginning April 16 and ending October 18, 2005. Teams will work concurrently in Unsan County and Changjin County. For the first time, U.S. teams are to conduct recovery operations on both sides of the Chosin Reservoir where both Army and Marine units suffered heavy losses. The arrangement also included provisions for enhanced safety measures. Additionally, it provided for unilateral investigations in advance of the recovery operations and joint investigations during the field activities.

## The Republic of Korea –



In September, representatives from DPMO and JPAC met in Seoul with Republic of Korea (ROK) Army personnel to discuss how to support both nations' personnel accounting missions. The ROK Army advised that it intends to develop a more professional staff to address remains recovery issues and improve its capability to recover and identify the remains of Koreans killed during the war. Korean officials offered to assist our accounting efforts by searching for witnesses in areas where American soldiers might be buried. In an effort to better identify these areas, DPMO analysts worked at the National Archives and Records Administration to review loss records that might provide additional information on the 451 "Unknown" servicemen recovered from the Republic of Korea during the Korean War and in the years following it.



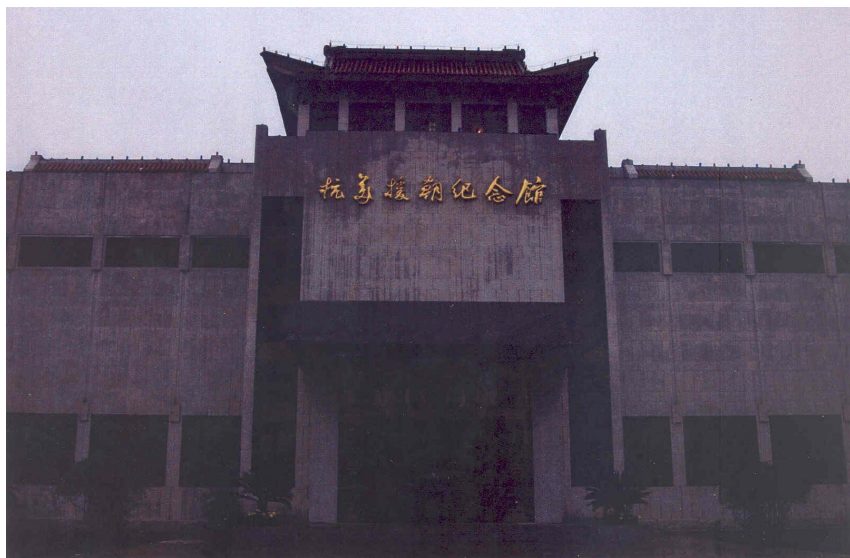
*Soldiers of the North Korean People's Army escort a JPAC team through the DMZ to South Korea following a mission to recover missing American servicemen from the Korean War. (Photo by Lt. Col. Mark Brown)*

# PERSONNEL ACCOUNTING – The Korean War

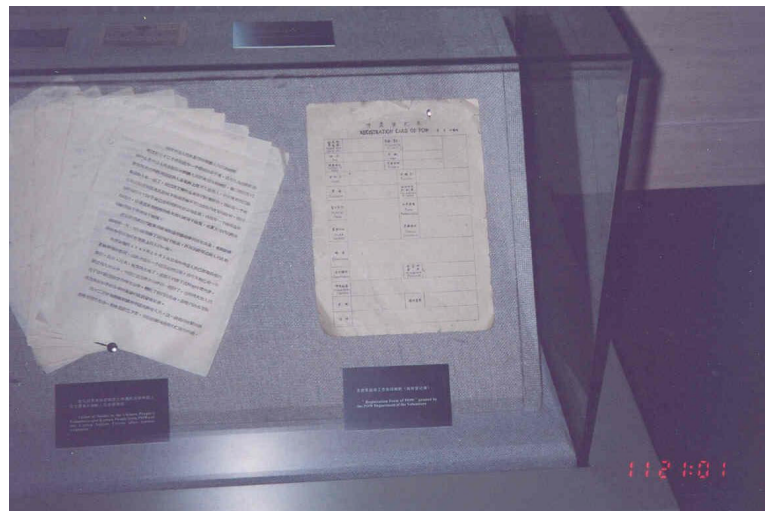
## People's Republic of China —



In May, DPMO analysts and researchers visited the main Chinese museum on the Korean War in Dandong in Northeast China. This was the first visit there under official Chinese government sponsorship. The museum's deputy curator hosted the tour, allowing full access to all displays and unrestricted photography. The curator also invited us to send other analysts on future visits to China. During the trip, the DPMO delegation also visited the People's Liberation Army Publishing House, where they



*Front entrance of the Chinese Korean War Museum in Dandong*



*POW artifacts at the Chinese Korean War Museum in Dandong. Artifacts pictured here include a POW "letter of thanks" for "linient treatment" [sic] by the Chinese and North Koreans and a POW registration form.*

collected 4,000 pages of Chinese publications on the Korean War.

DPMO's research analysts supported policy representatives during technical talks in February in Beijing. At the February talks, U.S. and Chinese participants coordinated the final preparations for accounting operations that occurred in May and June to search for and recover a WWII cargo plane in Tibet, as well as Korean and Cold War losses in other parts of China. Access this year was unprecedented.



# PERSONNEL ACCOUNTING – The Korean War

These 1952 F-86 and C-47 crash site search and recovery operations were made possible through leads developed from DPMO research at several U.S. and Russian archives.

DPMO and JPAC officials met in November with their Chinese counterparts to conduct the year's annual technical talks. During the talks, they discussed possible operations for 2005 and reiterated the importance of obtaining information from Chinese military archives. Highlighting recent arrangements with Vietnam and Laos to expand archival access, we pressed them to also cooperate by relaxing their restrictions on archives concerning Vietnam and Korean War issues.



*This photograph of Major Edwin Heller's F-86 crash site was displayed at the Chinese Korean War Museum in Dandong. Major Heller was repatriated to the United States in 1955.*

DPMO researchers supporting the U.S.-Russia Joint Commission on POW/MIAs continued their work in the Central Archives of the Russian Ministry of Defense at Podolsk on the outskirts of Moscow. There, they reviewed thousands of pages of Soviet combat records and acquired more than 5,000 pages relating to the Korean War that pertain directly to losses of American combat aircraft. Since the beginning of systematic research in the Central Archives in 1997, 269 American families of missing servicemen have received information about their loved ones. This important archive at Podolsk has yielded more than 45,000 pages of documents containing information relevant to the fates of American servicemen missing from the Korean War.

Information our analysts retrieved from Russian archives has provided the foundation for work with other countries. Materials gained from the Podolsk archives were instrumental in leading to Chinese support to excavate a Korean War-era crash site in China where a JPAC team recovered and repatriated the remains of a missing American pilot. JPAC's Central Identification Laboratory later identified the remains.

In addition to China, our analysts traveled extensively throughout the former Soviet Union interviewing veterans of the Korean War, a population that is rapidly dwindling with the passage of time. A significant interview program is underway in Ukraine, aided by a vigorous advertising campaign in local newspapers and on television. We also have expanded DPMO's work in Belarus and among ethnic Koreans in Kazakhstan.



# PERSONNEL ACCOUNTING – The Korean War

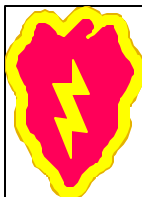
## Veterans Oral History Program –

American veterans of the Korean War are valuable sources of information in the accounting process. Our program reaches out to Korean War veterans with knowledge of U.S. losses. We started the program in 1996 and expanded to new venues in 2004. By December, analysts had completed more than 1,600 interviews with veterans from the Chosin Few International Association and its Army Chapter, the 1<sup>st</sup> Cavalry Division, the 1<sup>st</sup> Marine Division, the 3<sup>rd</sup> Infantry Division, the 24<sup>th</sup> Infantry Division, the 25<sup>th</sup> Infantry Division, the 5<sup>th</sup> Regimental Combat Team, the all-service Korean War Veterans' Reunion, and the all-wars Graves Registration Association Reunion. Over the year, DPMO interviewers added the 21<sup>st</sup> and 34<sup>th</sup> Infantry Regiments, the 3<sup>rd</sup> Engineer Battalion, and the 8<sup>th</sup> Medical Company to the list of unit association reunions they attended. For the eighth time, analysts participated in the Korean War Ex-POW and Tiger Survivors Association Reunion. Multiple visits have proven useful for these events as the analysts commonly meet and obtain valuable information from new members joining the organizations. The veterans provide critical eyewitness information that we often use in the accounting process.



*Air Force Lt Col Bill Woodier, DPMO senior analyst, interviewing Mr. Leroy Shook, who fought at the Chosin Reservoir during the Korean War.*

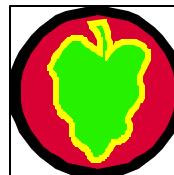
*Mr. Dan Baughman, DPMO senior Korean War analyst, interviews veterans at the 1<sup>st</sup> Cavalry Division reunion in Milwaukee, June 10-13.*



*25<sup>th</sup> Infantry Division*



*1<sup>st</sup> Cavalry Division*



*24<sup>th</sup> Infantry Division*



*3<sup>rd</sup> Infantry Division*



*1<sup>st</sup> Marine Division*

# PERSONNEL ACCOUNTING – The Korean War & Cold War

## Korean War Archival Efforts –

In 2004, DPMO researchers visited the United Nations Archives for information on war crimes cases related to missing Americans during the Korean War. They routinely conducted research activities in the National Archives, at U.S. military history institutes, and at museums within the United States. DPMO research specialists accessed the National Personnel Record Center's (NPRC) remote record checking system via the Internet, greatly enhancing the speed and accuracy of records retrieval from this important research source.

Much of the research work at NPRC and the National Archives and Records Administration also helped update and correct DPMO's roster of Korean War unaccounted-for servicemen, the Personnel Missing Korea List (PMKOR). This list contains more than 8,100 name lines and 10,000 data fields describing names, units, loss dates, homes of record, and casualty status at the time of loss. DPMO has posted this important resource on its website at <http://www.dtic.mil/dpmo/pmkor/pmkor.htm>. Most of the nearly 500 changes DPMO analysts made in the PMKOR for this year involved correcting units of assignment. Additionally, some changes were based on inputs from the public.

In support of accounting operations, DPMO analysts conducted research in a variety of sources, developing lists of prison camps and United Nations cemeteries, in addition to battlefield and air loss sites to recommend

for search and recovery operations. Research sources included official unit war diaries; government and commercial works by military historians, including personal papers; records at JPAC; and air search case records from the United States Air Force History Office in Washington, DC.

## Cold War –

Currently, 126 servicemen lost in 14 incidents remain unaccounted for from the Cold War. This year, DPMO analysts supporting the U.S.-Russia Joint Commission on POW/MIAs continued to investigate the 10 Cold War shoot down cases within its purview. A dedicated researcher on the Russian side, Rear Admiral (retired) Boris Novyy, has worked diligently on suspected burial sites of missing Americans in Kaliningrad/Baltiisk and the Murmansk area. The Russians have agreed, in principle, to permit Commission research in key Russian archives in the Far East, but the U.S. side of the Commission is still awaiting formal credentials to enable such access.

DPMO analysts also sought to resolve Cold War losses that fall outside the purview of the Commission. In June, JPAC conducted investigation and recovery operations at a Cold War C-47 crash site in Jilin Province, China. The team recovered aircraft wreckage and possible human remains that are at JPAC's Central Identification Laboratory undergoing forensic analysis.

# PERSONNEL ACCOUNTING – Libya

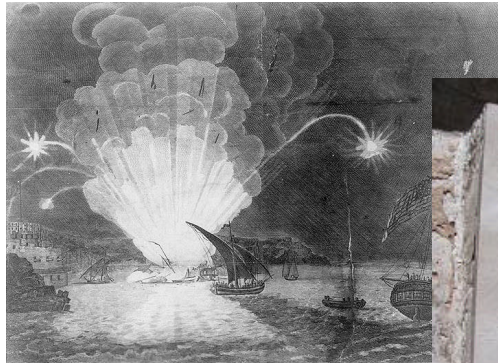
## Libya—



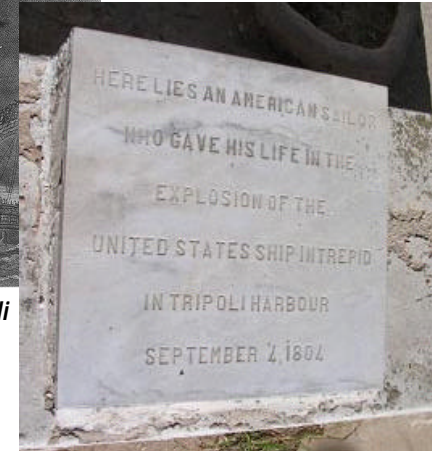
A window of opportunity opened this year for dialog between Libya and the United States on Americans missing in Libya from past conflicts. We approached the Government of Libya about two cases of primary interest. One was an F-111 crash that occurred during the 1986 bombing raid on Tripoli, Operation EL DORADO CANYON, in which one pilot remains missing. The other was the loss of a WWII B-24 bomber, The Lady Be Good. In anticipation of someday gaining access to Libya, a DPMO analyst is charged with overseeing these two cases.

In coordination with the Department of State, a DPMO team traveled to Libya in March for preliminary discussions. The team investigated the 1986 loss and the proximate sites associated with it. Additionally, we looked into the WWII loss of The Lady Be Good in the Libyan desert.

The same team returned in November to follow up on new leads generated from the first visit. We anticipate continued Libyan cooperation in 2005.



*The USS Intrepid explodes in Tripoli Harbor on the night of September 4, 1804.*



*Inscription on the USS INTREPID graves markers in the Tripoli Protestant Cemetery*

Interestingly, there also are 13 American sailors and Marines who lost their lives when the USS Intrepid exploded and sank in Tripoli Harbor in 1804 when America battled the Barbary pirates. The Americans are buried in Tripoli, and while the losses from the USS Intrepid are not normally within our accounting charter, our team visited the graveyard, photographed the graves, and provided the information to the Department of the Navy upon their return.



# PERSONNEL ACCOUNTING – Libya



*Wreckage and nose assembly of The Lady Be Good, a U.S. B-24 that crashed in Libya during WWII.*



*An F-111F, similar to the one that attacked Tripoli, flying over the Middle East.*



*DPMO's Lt Col Olga Kripner (fifth from left, second row), a senior policy officer, and CDR Matt Wakabayashi (front row, left), a senior analyst, with their Libyan counterparts during DPMO's first visit to Libya to discuss joint efforts to account for Americans missing from WWII and the 1986 raid on Tripoli.*



*Wreckage of what we believe to be the swing wing assembly of the F-111F that crashed off the coast of Libya following the 1986 raid on Tripoli. (Photo by CDR Matt Wakabayashi)*

# PERSONNEL ACCOUNTING – The Vietnam War

At the end of the year, 1,845 American servicemen and civilians remained missing as a result of the Vietnam War: 55 in Cambodia; 377 in Laos; 1,406 in Vietnam; and 7 in China.

Since 1973, the United States has accounted for 738 Americans from the Vietnam War; 28 in Cambodia; 192 in Laos; 515 in Vietnam; and 3 in China. In 2004, we accounted for 26 Americans and returned them to their loved ones for burial.

While to date, there is no evidence that Americans from the Vietnam War are still held against their will anywhere in Southeast Asia, resolution of this issue remains DPMO's highest priority. Research and investigations continue whenever credible reports arise.

In the spring, DPMO analysts convened the Interagency Intelligence Committee on Indochina POW/MIAs to review analytical findings on 39 reports of firsthand sightings of alleged American POWs. The committee is comprised of representatives from the Defense Intelligence Agency, the Central Intelligence Agency, and the Department of State's Bureau of Intelligence and Research. After careful review, all concurred with our analytical findings that none of the reports indicated Americans continue to be held against their will. Since we began keeping statistics, we have received 1,960 eyewitness reports of alleged American POWs. All but 18 of these reports have been resolved.

DPMO gives priority to the cases of those who possibly survived their incident of loss and were captured by the enemy. Known as "last known alive" cases, or "LKAs,"

they involve Americans who, when last seen, were known to be alive and in close proximity to, or held captive by, enemy forces. In April, analysts met in Hanoi to discuss the remaining last known alive cases in Vietnam and the ways that government could assist with similar cases in Laos and Cambodia. As of the end of 2004, analysts continued their active search for new information and for new strategies to resolve the remaining 102 LKA cases – 34 in Vietnam; 53 in Laos; and 15 in Cambodia.



*This 1990 photograph generated a claim that the individual on the left was an American POW still being held in Vietnam. After careful investigation, the individual was identified as a Hungarian sociologist doing research in Vietnam.*

In July, DPMO again hosted consultations with senior POW/MIA representatives from the United States, Vietnam, Cambodia, and Laos in Siem Reap, Cambodia. As in the previous year, representatives of the four nations gathered to discuss accounting issues of mutual concern. We briefed the LKA discrepancy cases and reviewed the



# PERSONNEL ACCOUNTING—The Vietnam War

process by which the U.S. determines fate on these cases. DPMO and JPAC analysts also briefed examples for each country.

During the consultations, the parties took note of existing trilateral cooperation and agreed to expand efforts in this area. Senior-level trilateral meetings, which had not taken place for several years, will resume, and technical experts meetings will occur to discuss matters requiring trilateral action. DPMO hosted an initial meeting of U.S., Cambodian, and Vietnamese technical experts in November, with the focus on LKA cases along the Vietnam-Cambodia border. Representatives from both the Joint POW/MIA Accounting Command and the DIA's Stony Beach team participated. U.S., Lao, and Vietnamese technical experts will meet in early 2005 to discuss LKA cases along the Vietnam-Laos border.

Certainly one of the greatest achievements in 2004 came from Mr. Jennings' success in obtaining agreements with both Vietnam and Laos to expand archival research. Based on efforts by DPMO analysts who devised archival research tactics and worked directly with officials in Southeast Asia, Mr. Jennings gained Vietnamese agreement to implement an inter-ministerial archival research program he had been pursuing for more than two years. If Vietnam follows through on its pledges of cooperation, the program will, for the first time, grant the U.S. access to personnel accounting-related documents that may exist in its capital-area archives. In both Laos and Vietnam, DPMO analysts are working directly with host country archival experts and administrators to

conduct continuous records research on targeted collections.

In 2004, DPMO also hosted the visit to the Washington, D.C., area by a Vietnamese researcher employed by JPAC's Hanoi detachment. The researcher spent much of his time at the National Archives and Records Administration where he found data identifying some 2,000 wartime Vietnamese dead and related gravesite records. In June, Mr. Jennings furnished this voluminous data to Vietnam's Deputy Prime Minister to assist the Vietnamese in their accounting efforts.

In support of the U.S./Russia Joint Commission on POW/MIAs, DPMO analysts continued to seek improved



*JPAC recovery team members and local workers excavate a crash site in Vietnam.*



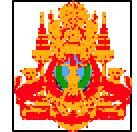
# PERSONNEL ACCOUNTING—The Vietnam War

cooperation from Russian authorities to advance our investigations into the Vietnam War. U.S. officials pressed the Russians to declassify their Vietnam War documents so that American researchers might gain direct access to these materials. The Russians, however, have provided only extracts from classified Vietnam War-era Russian documents, which, while somewhat helpful, contain too little specific information to assist adequately in clarifying U.S. losses. A few senior Russian officials now support the declassification initiative and continue to press their own government to declassify these materials.

Late this year, researchers working in Ukraine achieved a possible breakthrough, the prospect of gaining access to Vietnam War-era Soviet military documents in a key Ukrainian archive. If successful, this will be DPMO's first chance to examine directly Soviet combat records from the Vietnam War, and Commission analysts hope to be studying these materials well into 2005.

DPMO and JPAC met again with their counterparts in Beijing in November to discuss possible Vietnam War loss-related operations for 2005 and to reiterate the importance of obtaining information from Chinese military archives. Referencing recent agreements with Vietnam and Laos to expand archival access, we pressed the Chinese government to cooperate by relaxing its restrictions on Vietnam War-related archives.

## Cambodia —



Relations between the United States and the Kingdom of Cambodia are robust and productive on issues relating to personnel accounting. During Mr. Jennings' June visit to Cambodia, he thanked the Cambodians for their continued cooperation and support of our accounting mission. They are highly cooperative in terms of providing archival information, readily allowing interviews, and giving our investigators free access to the country. Cambodian officials have repeatedly approached their Vietnamese counterparts on our behalf for information that could aid accounting efforts in Cambodia.



*Excavation in Cambodia*

# PERSONNEL ACCOUNTING—The Vietnam War



*Members of JPAC work with local officials and villagers to excavate site in Laos.*

## Laos —



Through persistent effort and cooperation with the Lao, DPMO made progress resolving some long-standing accounting challenges. Our primary concern in Laos remains the backlog of almost 80 sites we have identified but have not yet begun to excavate. JPAC teams are averaging approximately 10 excavations in Laos a year, but host nation restrictions, weather, terrain and limited resources encumber our progress. As we continue to identify new sites, our challenge increases. Our current total of sites identified, but not excavated, represents approximately 130 Americans.

An important development reached during Mr. Jennings' June visit to Vientiane was Lao agreement to implement an archival research program. This jointly planned, comprehensive effort will focus on the archives of six ministries of the government, with the goal of locating data that could contain information regarding Americans missing in Laos. The nature of the conflict in Laos during the war was not conducive to creating or preserving significant numbers of records; and, significantly, the majority of our losses occurred in areas controlled or transited by Vietnamese forces. Accordingly, while we must search Lao archives for whatever records they might have concerning our missing, many of the answers we seek are to be found in Vietnam. Nevertheless, this



*JPAC team works amid huge boulders at a site in Laos.*



# PERSONNEL ACCOUNTING—The Vietnam War

arrangement represents a step forward in our accounting effort and is a tangible indicator of increased Lao cooperation.

We hope that new personnel in the Ministry of Foreign Affairs signal a new era in our relations with Laos. We have recently witnessed a refreshingly practical appreciation and a “can do” attitude on the part of the Lao regarding what we need to do to further the accounting mission. For instance, DPMO analysts supported operational discussions during consultative talks in April and October with the goal of encouraging greater Lao flexibility in operations.

If successful, these initiatives will add to the incremental improvements we have experienced in Laos during the past several years. Their offer to host the 2005 POW/MIA Consultations is another indicator of a new Lao spirit of cooperation. The fact remains, however, that working in Laos is challenging, and requires time, persistence, and patience.

## Vietnam —



United States accounting efforts in Vietnam are guided by congressional requirements that obligate the President to certify Vietnam’s cooperation in our accounting mission. At the direction of the President, Secretary of State Colin Powell signed and issued the 2004 determination in September. While

acknowledging Vietnam’s cooperation, especially at the operational level, he looked forward to their implementation of a June commitment to increase access to POW/MIA-related information in their archives. In addition, he urged Vietnam to tangibly improve its unilateral provision of POW/MIA-related documents and records, focusing initially on archival data pertaining to Americans captured, missing, or killed in areas of Laos and Cambodia under wartime Vietnamese control. The Secretary further called on Vietnam to pay greater attention to locating and providing information on discrepancy cases, with priority on those last known alive in captivity or in immediate proximity to capture. He also emphasized locating and repatriating the remains of those who died while in Vietnamese control but whose remains have not yet been returned.



In June, Mr. Jennings traveled to Vietnam and, as in all his previous meetings with Vietnamese officials, stressed that the United States will continue its efforts to achieve the fullest possible accounting, a goal that will require a robust bilateral partnership. In turn,



# PERSONNEL ACCOUNTING—The Vietnam War



*Workers at a JPAC excavation site in Vietnam dig for remains of missing Americans from the Vietnam War. (Photo by Sgt. Adelita Chavarria)*

Vietnam's senior leadership promised its continued cooperation until we complete our work. These meetings were encouraging, but the burden is on Vietnam to fulfill its pledges of cooperation.

During this visit, Mr. Jennings also succeeded in obtaining an invitation to visit Pleiku in the Western Highlands (known as the Central Highlands during the war). This accomplishment is important, since Vietnam has denied access to the Highlands for the past several years due to local unrest. In July, Mr. Jennings visited Pleiku, and during a subsequent staff-level meeting there in September, investigators resumed work, interviewing three witnesses about a last known alive

case. Future discussions will focus on resuming investigation and recovery operations in the region in the spring.

DPMO continued to pursue underwater accounting operations this year. Starting with a DPMO-hosted technical meeting in Ho Chi Minh City in March, American and Vietnamese experts have visited each other's naval vessels to gain a better understanding of capabilities and how best to ensure safe and efficient underwater recovery operations. The first step toward accomplishing this goal will be to survey several potential crash sites off Vietnam's coast to determine their suitability for a full recovery effort. We plan to begin survey operations in 2005.



*Workers at a JPAC excavation site in Vietnam screen dirt for remains of missing Americans from the Vietnam War. (Photo by Sgt. Jennifer Sweet)*

# PERSONNEL ACCOUNTING – The 1991 Gulf War



In February 1991, at the close of the Gulf War, one U.S. loss remained unresolved and continues so today. This is the case of Lieutenant Commander (now Captain) Michael Scott Speicher, a Navy F/A-18 pilot flying off the USS Saratoga, who crashed January 17, 1991, approximately 100 miles southwest of Baghdad.

The Department of the Navy initially carried Speicher as missing-in-action until May 22, 1991, when it officially changed his status to killed-in-action, body-not-recovered. In January 2001, after reviewing available intelligence and information concerning the loss, the Secretary of the Navy reinstated Speicher's missing-in-action status. On October 11, 2002, Speicher's status changed to missing-captured.

Throughout the year, DPMO continued to be actively involved in efforts to account for Speicher. Throughout operations in Iraq, the United States has devoted significant resources to determine his fate.

Intelligence specialists sifted through thousands of captured documents looking for evidence of Captain Speicher's fate or possible whereabouts. They interrogated captured former Iraqi officials, interviewed

Iraqi citizens, searched known prisons and other possible detention centers, and re-examined his crash site—all without finding conclusive evidence. This effort continued throughout 2004, employing dedicated intelligence assets and military forces in the region.

DPMO is also an active member of the U.S. delegation at all Gulf War Tripartite Commission (TPC) meetings. The TPC meets regularly, usually in Geneva, Switzerland, to account for all the Gulf War missing. Other voting members of the commission include the United Kingdom, France, Kuwait, Saudi Arabia and Iraq. Iraq officially boycotted the TPC meetings from January 1999 until the fall of the former Iraqi regime in March 2003.

On September 7, in Kuwait, the newly appointed Iraqi Minister of Human Rights, Bakhtyar Ar Amin, and an Iraqi delegation of three attended the 46th Technical Sub-Committee meeting that was held under the auspices of the International Committee of the Red Cross (ICRC). Then, on November 24, the ICRC chaired a TPC meeting for Gulf War POWs and Missing Persons in Geneva. No new information on Captain Speicher resulted from these meetings, but the U.S. delegation will continue to raise the case.

At this point, there is no credible evidence to confirm Captain Speicher's fate. Accounting for him, however, remains a high priority.



# PERSONNEL ACCOUNTING – Support to Iraq's Coalition Provisional Authority

In late 2003, Ambassador L. Paul Bremer requested that DPMO help the Coalition Provisional Authority's (CPA) Office of Human Rights and Transitional Justice organize an Iraqi Bureau of Missing Persons. In response, DPMO sent a four-person team to Baghdad in February. The DPMO team provided the CPA and the nascent Iraqi Department of Human Rights with advice regarding



*Representatives from DPMO and the CPA meet with the Iraqi Association of Former Prisoners to discuss their archival initiative.*



*DPMO team meets with CPA representatives and members of the International Committee of the Red Cross on forming an Iraqi Bureau of Missing Persons.*

collecting and organizing data, family communications, organizational structure, and policy development. The Iraqi bureau will focus accounting efforts on their losses sustained in the Iran-Iraq War, the two Gulf wars, and during the Saddam Hussein regime.



# PERSONNEL RECOVERY

In 1996, Congress expanded DPMO's charter to include policy, control, and oversight of the recovery of DoD personnel who become missing in current and future wars. This mission, known as personnel recovery, focuses on preserving the lives and well-being of U.S. military, DoD civilians, and government contract employees who are isolated, detained, captured, or forced to evade while participating in a U.S. sponsored activity.

Preserving the lives and well-being of those who serve our nation is one of the highest priorities of the Department of Defense. Our goal is to protect U.S. and coalition personnel, prevent their exploitation by adversaries, and reduce the potential for the use of captured personnel as leverage against the United States, our allies, and coalition partners.

The success of military personnel recovery efforts depends on integrating recovery capabilities at all levels, to include the isolated individual, the recovery force, and commanders and staffs. Success also stems from sound policy and guidance; deliberate planning, preparation and training; and a force capable of controlling and executing the mission using the most current capabilities available.

**Definition:** Personnel recovery is the sum of military, diplomatic, and civil efforts to effect the recovery and return of isolated personnel to their homes or units. Personnel recovery may occur through military action, action by non-governmental or private organizations, other USG-approved action, and diplomatic initiatives, or through any combination of those options.



*An HH-60G Pave Hawk drops a para-rescuer (PJ) as an A-10 Thunderbolt II provides cover fire during a firepower demonstration. The PJ is a member of the 58th Rescue Squadron. (USAF photo by Senior Airman Kenny Kennemer)*

# PERSONNEL RECOVERY



*Two para-rescuemen are hoisted into a HH-60G Pave Hawk after securing a landing zone. The pararescuemen are assigned to the 64th Expeditionary Rescue Squadron. (USAF photo by Staff Sgt. Aaron Allmon II)*

Shortly after taking office, Secretary of Defense Donald Rumsfeld identified the need for our military to approach this new, asymmetric Global War on Terror by transforming "... not only the capabilities at our disposal, but also in the way we think, the way we train, the way we exercise and the way we fight." The Secretary specifically identified four pillars of military transformation: strengthening joint operations, exploiting U.S. intelligence advantages, concept development and experimentation, and developing transformational capabilities.

The DPMO leadership has further defined those pillars as they apply to personnel recovery through the development of five core principles:

- Continue to maintain a powerful, credible, well-trained, and well-equipped capability to recover isolated or missing American personnel.
- Develop new doctrine to make personnel recovery a joint capability.
- Increase personnel recovery training levels for DoD military, civilian, and contractor personnel.
- Develop and test joint personnel recovery concepts that lead to high value, high pay-off technology procurement and integration.
- Ensure coherent integration with our interagency, allied, and coalition partners.



*An Air Force para-rescueman drops from an HH-60G Pave Hawk helicopter of the 64th Expeditionary Rescue Squadron. (USAF photo by Staff Sgt. Aaron Allmon II)*

# PERSONNEL RECOVERY



Transforming personnel recovery across the Department of Defense is a major undertaking. However, applying the core principles for transforming personnel recovery from the policy level to the basic tactical unit will move the mission closer to achieving the Secretary's mandate. The core principles will assist and guide all levels—to include the Commander, U.S. Joint

Forces Command, as the personnel recovery Executive Agent; the Joint Personnel Recovery Agency, as the Executive Agent action office and operational office of primary responsibility for personnel recovery; the Services; and the Combatant Commands.

## Personnel Recovery Policy & Guidance —

DoD directives and instructions not only define DPMO's policy role within the personnel recovery mission, but also shape force planning, preparation, and transformation for personnel recovery. These documents must evolve so all involved can achieve the goal of a full-spectrum personnel recovery capability that incorporates multi-service, interagency, and multi-national considerations.

The changing face of warfare U.S. forces are encountering in Operations ENDURING and IRAQI FREEDOM and the Global War on Terrorism has driven DPMO to reassess whether current personnel recovery policy is continuing to meet the needs of the commanders in the field.

Early reviews have brought some timely changes to current policy and guidance. To date, the most significant of these changes have centered on Code of Conduct training, DoD contractors isolated or detained in the battlespace, and the reintegration of personnel returned to friendly control.

We continued to work with our colleagues in the recovery community to examine and revise, as necessary, policies concerning the manner in which personnel should comport themselves when isolated from friendly forces or captured. Once released, this guidance will affect Code of Conduct and survival courses throughout the department.

Additional instructions focus on identifying DoD civilians and contractors at risk of capture and exploitation, and defining required training to prepare them for their potential ordeal. The overarching objective is to ensure government civilians and DoD contractors have similar skills so they too can survive captivity and return with honor.





# PERSONNEL RECOVERY

## Increased Personnel Recovery Training –

DPMO took steps in 2004 to ensure that key training guidance reflects the intent of specific policy revisions and that it is integrated fully into critical Code of Conduct and Core Captivity Curriculum (CCC) training programs. These programs are “basic training” for individual conduct while in captivity. For the first time, the Army, Navy, and Air Force established experiential Code of Conduct courses that train our personnel in methods to survive with honor in hostage and peacetime governmental captivity situations. Additionally, the CCC will address protecting U.S. personnel across the captivity spectrum, thereby developing the capability for truly joint Survival, Evasion, Resistance, and Escape (SERE) training.

Coincident with those efforts, DPMO was instrumental in producing two congressional reports: the Senate Armed Services Committee Report 108-46 and the House Appropriations Committee Report 108-187, as directed. These reports studied and identified Combatant Command and Service Code of Conduct training requirements, providing the most accurate data in more than 10 years.

Addressing other congressional concerns, we began the process of formulating DoD policy regarding how to certify contractors wanting to augment the Services’ Code of Conduct and SERE training programs to reduce the training backlog necessary to meet minimum theater entry requirements.

## Concept Development and Technology Procurement –

We are committed to improving the joint operational support structure that is central to achieving a technologically advanced personnel recovery capability. A critical component of this support structure is the ability to expeditiously and accurately identify, locate, and communicate with isolated personnel.

DPMO continued to support further development of the only existing personnel recovery Advanced Concept Technology Demonstration (ACTD) – the Personnel



*Air Force para-rescuemen jump from an aircraft en route to rescuing a downed airman on the desert floor.*

# PERSONNEL RECOVERY

Recovery Survivability and Extraction Aided by Smart Sensors (PRESS) ACTD by providing another \$250,000 to the effort in 2004. This raised DPMO's total contribution to \$3,200,000 by the end of the year.

The PRESS ACTD demonstrates improved situational awareness for isolated personnel through the use of the Global Personnel Recovery System (GPRS) program. GPRS provides 24/7 global locating, tracking, and over-the-horizon, secure, two-way communications capability. Future miniaturization of this technology will allow its most critical component, a microchip card, to fit into any radio and handheld personal computer. This card is the culmination of a four-year effort to develop the smallest, most power efficient two-way satellite transceiver in the world. GPRS will provide superior locating capabilities to the isolated operator, while enabling recovery forces and command centers to track and focus on a successful recovery. This technology is truly revolutionary in that it will enable command centers to track isolated personnel like any other asset in the battlespace, while data-linking all recovery assets with the isolated person.

Given the shortage of fielded effective communications capability for isolated personnel and the high probability for fielding more than one advanced survival radio system, DPMO has

advocated strongly for transforming independent systems like the Combat Survivor Evader Locator (CSEL) System, the PRC-112 family of radios, and others into a single, coherent, and integrated information transfer architecture. It is this level of integration that will enable recovery forces to succeed during mission execution without concern for the type of communications capability isolated personnel employ.

Finally, DPMO is the lead advocate for identifying an office in the Department of Defense capable of handling joint program office responsibilities for developing technologies for tagging, tracking, and locating (TTL) isolated personnel, and for ensuring integration and interoperability of advanced survival radios. These TTL devices, along with most transformational technology acquisitions essential to success during personnel recovery missions, have historically fallen below Service funding lines.



*An HH-60 Pave Hawk from the 55th Rescue Squadron circles overhead searching for a "survivor" during a combat search and rescue exercise (USAF photo by 1st Lt. Rebecca Garland)*

# PERSONNEL RECOVERY

## Coherent Integration —

In concert with DoD's personnel recovery policy transformation efforts is DPMO's support and participation in the NATO Search and Rescue Panel, the NATO Standardization Agency Working Group, and the U.S. lead role in NATO Air Group 1—all of which affect multi-national personnel recovery. DPMO's partnership and interaction with the NATO community sparked the acceptance of "Joint Personnel Recovery" into the NATO lexicon. The trust stemming from this partnership evolved into several requests for DPMO personnel to help revise NATO documents, including Allied Tactical Publication (ATP) 10, "Civil SAR" and ATP 62, "Combat Search and Rescue (CSAR)." DPMO personnel were also instrumental in



*A para-rescue team trains in Iraq. The team is assigned to Baghdad International Airport. (USAF photo by Master Sgt. James M. Bowman)*

developing Allied Joint Publication 3.3.8., which is the first-ever NATO Level 2 document for personnel recovery. This document will significantly improve coalition recovery operations and further DPMO's personnel recovery transformation objectives.

These policy revisions, coupled with training transformation and NATO personnel recovery evolution, will result in better prepared and informed military, civilian, and coalition personnel at risk of capture and exploitation.

## The Way Ahead—

The primary goal of DPMO's Personnel Recovery Policy Directorate is to be the forcing function behind transforming the personnel recovery mission in the Department of Defense. To quantify that goal, two major efforts are underway that retain the five core transformation principles as a roadmap to success.

The congressionally-mandated National Personnel Recovery Architecture study began in April 2002 and concluded in July 2004. The purpose of the study was to identify government-wide requirements required to ensure isolated, detained, captured or otherwise missing U.S. government personnel are returned to friendly control. Additionally, it identified methods of integrating the capabilities of all government departments and agencies to achieve this end.



# PERSONNEL RECOVERY

The focus now centers on developing the NPRA implementation plan, execution of which will most likely be a long-term project spanning the next 10-15 years. This long-term forecast is commensurate with the task of integrating personnel recovery across the Department of Defense and the Department of State globally.

The National Security Presidential Directive (NSPD), currently in draft, will establish the basic authority critical “to maximize the coordination and use of existing and planned DoD, other U.S. Government, and host nation recovery assets, forces, and personnel.” Both the NPRA study and results from the Joint Capability Integration Development System process have identified the importance of an NSPD on personnel recovery. Such a document will accentuate mission importance from the highest level, while authorizing direct and open coordination between the Department of Defense and the Department of State. The overarching objective is to have all government personnel recovery initiatives working in unison.

DPMO’s policy team will continue its actions to transform personnel recovery throughout the department, as Americans, both civilian and military, serve the U.S. in pursuit of our national interests. In doing so, these Americans are often exposed to dangerous and inhospitable environments and threats. Our sacred obligation is to recover our people when operations do not conclude as planned, while working tirelessly to return isolated personnel to friendly control with honor.



*A Special Operations HH-60G Pave Hawk and C-130 Hercules from the 301st Rescue Squadron conduct an aerial refueling in southern Iraq during Operation IRAQI FREEDOM. (USAF photo by Staff Sgt. Shane A. Cuomo)*



*An Air Force HH-60G Pave Hawk from the 64th Expeditionary Rescue Squadron deploys para-rescuemen. (USAF photo by Staff Sgt. Aaron Allmon II)*

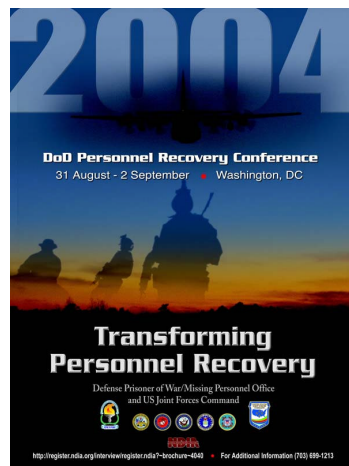
# PERSONNEL RECOVERY

## 2004 DoD Personnel Recovery Conference —

In August, DPMO once again co-hosted with U.S. Joint Forces Command the seventh DoD Personnel Recovery Conference. This year's theme was "Transforming Personnel Recovery." Conference participants examined a wide spectrum of personnel recovery issues in plenary sessions, panels, and workshops; discussed their current programs' status; and worked toward solutions for those issues in a joint and interagency atmosphere.

Approximately 320 participants representing 127 offices, agencies, and commands attended the conference. They included 23 flag officers and civilian equivalents, representatives of 35 defense related industries, 15 U.S. government departments, and five NATO countries. The conference exceeded its stated goals, which were to:

- Exchange ideas that will frame an aggressive and overarching transformational strategy for personnel recovery;
- Provide strategic direction for the personnel recovery community
- Identify and resolve issues pertaining to personnel recovery within DoD, the interagency community, and with our coalition partners; and
- Update the DPMO actions pending list.



## DASD Visits to the Field —

To build a more comprehensive perspective on issues facing the personnel recovery community, Mr. Jennings paid a series of visits to observe operators in the field as they work and train around the world. During his trips, he gained a firsthand understanding of the challenges facing our warriors in the field.

*Mr. Jennings joins airmen and NCOs at Moody AFB, Ga., during his visit there as keynote speaker for a POW/MIA ceremony. He also received hands-on briefings from base units responsible for personnel recovery missions. (Photo by Larry Greer, DPMO)*



Mr. Jennings began in March with an address to an international audience at Shephard's Search and Rescue Conference in the United Kingdom and a visit to the British Survival Evasion Resistance and Escape school. In April, he turned his attention to personnel operating in the Middle East and the issues facing them. He closed the year observing a U.S. Marine Corps Tactical Recovery of Aircraft and Personnel exercise; visiting a U.S. Navy combat search and rescue unit; and monitoring U.S. Air Force survival school activities.

# COMMUNICATIONS – Family Support

United States efforts to obtain the fullest possible accounting for Americans missing from its conflicts are extensive. DoD is committed fully to each service member, DoD civilian, and family of a missing American. The commitment is not only to apply all necessary resources of the U.S. government in this effort, but also to communicate about this effort openly, honestly, and with understanding and compassion to our nation and the families of the missing, isolated, and captured Americans.

## Family Support –

This year, we continued to assist the families by addressing their concerns and policy issues, helping to clarify the uncertainties of individual cases, and actively promoting the overall personnel accounting efforts. For us, families come first.

We wrote more than 10,000 letters to family members from World War II, the Korean War, Cold War, and Vietnam War. By responding to inquiries with complete, credible, and timely answers, we strengthen awareness and the credibility of our government's accounting efforts.

DPMO also organized and sponsored nine family updates at cities across the country with more than 900 family members taking advantage of this outreach program. Since 1995, nearly 6,000 family members have participated in this program. These updates offered families personal attention and direct access to a team of specialists who spoke on the personnel accounting issue, as well as contact with other relatives of the missing.



*Portland Family Update in October. (Photo by Larry Greer, DPMO)*

As in past years, experts presented information on the latest technologies used to identify remains, including mitochondrial DNA, archival research, and other topics. The families were also given the opportunity to ask questions and review details of their own case privately with government officials.

Analysts continued to support meetings with the families of missing Americans. In advance of the DPMO updates and annual U.S. government briefings, analysts prepared case summary sheets for each family. Additionally, case experts met with several families and service casualty representatives who came to DPMO for detailed briefings on specific losses and investigative efforts.



# COMMUNICATIONS – Family Support

We worked with White House staff to gain access for family members to several high-level functions. At the Memorial and Veterans Day ceremonies, family members had an opportunity to speak with the President and several members of his cabinet. Afterward, at Arlington National Cemetery, they witnessed the President's remarks as he stressed his support for our ongoing personnel accounting efforts. Those remarks reinforced our commitment to the "Fullest Possible Accounting" and helped to raise the public's level of awareness on this important issue.

Each year DPMO hosts annual government briefings in the Washington, D.C., area for families of America's missing. In May and June, officials from every element of the accounting community presented briefings to hundreds of family members and concerned citizens. The Korean/Cold War briefings took place in May when we addressed the concerns of 501 family members, representing 226 unaccounted-for servicemen. We also conducted annual briefings for over 150 family members of missing from the Vietnam War in June. In addition to DPMO, the Joint POW/MIA Accounting Command, the Armed Forces DNA Identification Laboratory, the Life Sciences Equipment Laboratory, and the casualty offices of the Air Force, the Army, the Navy, the Marine Corps, and the Department of State were all represented. Family responses to the briefings were overwhelmingly positive, expressing appreciation for our efforts to account for their missing loved one.

In order to facilitate maximum participation in the annual government briefings, DPMO once again assisted the Service Casualty Offices with the implementation of the Secretary of Defense's Funded Coincidental Travel Assistance (COIN ASSIST) program. Through this program, DoD expended over \$160,000 to bring 316 family members to Washington, D.C., to attend the annual Korea/Cold War briefings. Likewise, DoD spent over \$70,000 to fund travel to the nation's capital for 151 family members to attend the annual Vietnam War family briefings.

DPMO continued to be the primary conduit for maintaining contact and communication among DPMO, the Military Services, and the Department of State Casualty Offices. Daily contact between our family support team and other agencies involved in the accounting effort ensured mutual understanding and unity of purpose on accounting issues.

Our staff chaired two DoD Joint Casualty Affairs Conferences. These conferences provided a forum for organizations that work the personnel accounting issue to voice concerns, share ideas, and influence DoD policy. The benefit of these conferences translated into clear, consistent and credible information to our constituents.

# COMMUNICATIONS – Veterans Affairs

We maintain constant and close contact with our nation's veteran's service organizations. Periodically we update their national staff representatives, interview veterans regarding their knowledge of lost comrades, and attend their national conventions. This year, Mr. Jennings addressed the national conventions of the Disabled American Veterans; The American Veterans; the Chosin Few; the Veterans of Foreign Wars; and The American Legion. At the Legion's convention, he addressed a session that included more than 7,500 Legionnaires.



*Mr. Jennings addresses The American Legion in Nashville, Tennessee, in September. (Photo by Larry Greer, DPMO.)*

# COMMUNICATIONS – Legislative Affairs

## Legislative Affairs –

DPMO continued to address congressional concerns by providing information to answer constituent requests, background information to prepare congressional delegations en route to countries in which we conduct accounting operations, and in-depth case information to prepare members for media opportunities.

To increase congressional awareness, knowledge and support for families of unaccounted-for Americans and the personnel accounting mission, DPMO implemented a new initiative in August 2003 to raise congressional



***Congressman David Wu (Oregon)***

awareness concerning the issue. The initiative proved very successful in familiarizing members of Congress and their staffs with personnel accounting issues, so we made it a regular part of the 2004 Family Update Program. We were fortunate to have numerous staff members attend updates throughout the year, and Congressman David Wu of Oregon attended our Portland Family Update in October.



***Congressman Ed Case (Hawaii)***

In addition to these meetings in August, Congressman Ed Case of Hawaii addressed the DPMO sponsored “U.S. Accounting Efforts: Process and Operations” conference at the Asia Pacific Center for Security Studies. In September, DPMO conducted a Town Hall meeting in Waterford, Connecticut, regarding the case of a local U.S. Army pilot missing in Vietnam. The program was attended by Representative Rob Simmons of Connecticut and a member of Senator Joseph Lieberman’s staff.



***Congressman Rob Simmons (Connecticut)***





# COMMUNICATIONS – Public Affairs



*DASD Jennings joins service representatives in throwing out the first pitch at the New York Mets' game at a POW/MIA Recognition Day event. (NY Mets photo)*

Public Affairs activities continue to reach millions of Americans through international, national, regional, and local news media; through direct local, national, and international speaking engagements; and through innovative use of electronic and Internet outreach.

International media carry the message of the U.S. Government's commitment to readers and viewers across the world. It is especially important that citizens in the countries in which we operate learn of our government's and their governments' cooperation as we jointly execute our humanitarian mission.

While some host nations enjoy a free press, many do not. Yet, we are still able to reach many of those audiences by placing our issue with media that reach inside their borders. For example, our activities were reported by CNN International; AP Television; Reuters; Agence France Presse; and many others.

We also explored new opportunities with unique media. Mr. Jennings appeared on C-Span's Morning Journal to discuss our worldwide personnel accounting recovery policies and operations. This weekday morning program featured discussions with the studio host, as well as call-ins from viewers across the country. It is a highly-regarded program that reaches well into "middle America," and it generated a wide range of questions.

Mr. Jennings also was interviewed by Phoenix Television, a commercial broadcast outlet based in Hong Kong that beams its broadcasts into mainland China. It is reported to be the only such "western" broadcast outlet allowed to send its images into China. Though estimates for viewing audiences are speculative, it is clear that his interview reached millions.

Much of our contact work this year was through news releases targeted toward selected media. With limited public affairs resources, we had to carefully focus our efforts where the results would be most useful.

Mr. Jennings appeared before reporters of media on many occasions where major news announcements

# COMMUNICATIONS – Public Affairs

and discussions with reporters are effective. For example, the second annual POW/MIA Consultations in Siem Reap, Cambodia, offered an international media audience with reporters based in Phnom Penh, as well as those in Bangkok, Thailand. We held press conferences in both locations to discuss the U.S. commitment to working in Cambodia, Laos, and Vietnam.

Additionally, we generated widespread media coverage with the completion of our negotiations with North Korea. Annually, Mr. Jennings leads negotiations with the Democratic People's Republic of Korea (North Korea) to set a schedule for remains recovery operations in the following year. As in previous years, we met with international media in Bangkok, and



*National Defense Magazine Assistant Editor, Roxana Tiron interviewing Mr. Jennings. (Photo by Larry Greer, DPMO.)*



*After his speech to the American Legion, Mr. Jennings is interviewed by a reporter from the Nashville Tennessean . (Photo by Larry Greer, DPMO)*

working closely with the U.S. Embassy staff there, generated coverage with the world's largest media outlets – Associated Press; Reuters; Voice of America; Radio Free Asia, and others. The coverage not only reached international wires and was carried in the U.S., but in many instances it was also translated into local languages and had the potential of reaching more than a billion readers and viewers on a single story.

Each of these opportunities, whether direct with local, national, and international media, with national veterans' organizations, or at special events, has made it clear that public affairs initiatives have served this issue well in communicating our messages to audiences of interest.

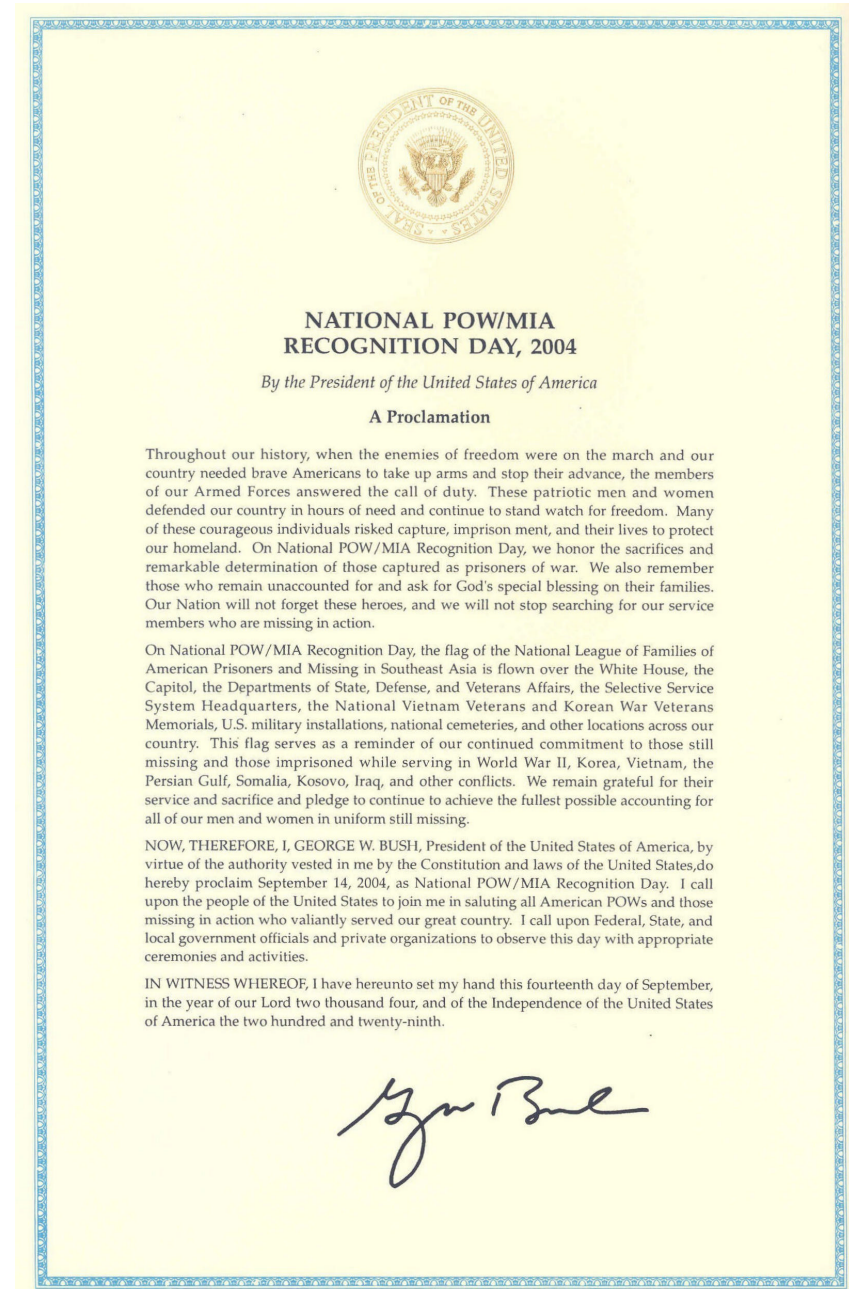


# COMMUNICATIONS – National POW/MIA Recognition Day



*Senator Inouye inspects the Honor Guard at National POW/MIA Recognition Day in September.*

President Bush proclaimed September 14<sup>th</sup> POW/MIA Recognition Day for 2004. Deputy Secretary of Defense Paul Wolfowitz, and General Richard B. Myers, Chairman, Joint Chiefs of Staff, hosted the Pentagon ceremony. The guest speaker was Daniel K. Inouye, United States Senator. Senator Inouye, a highly decorated World War II veteran who served with distinction with the famed 442nd Infantry Regiment, was awarded our nation's highest recognition for actions above and beyond the call of duty -- the Medal of Honor. He delivered a moving testimonial to America's prisoners of war and missing in action during the ceremony.





# DPMO – Planning for the Future

As DPMO goes about its daily work, we try to anticipate future developments so that we can adjust the manner in which we operate in order to be ready for the challenges ahead. In April 2004, Mr. Jennings sought to institutionalize our strategic planning effort and formed a new planning directorate to lead the effort. The principal roles of the directorate are to develop the strategic vision of the organization and conduct strategic planning for both the office and the entire DoD personnel accounting and personnel recovery functions. He also tasked the Plans Directorate to review the office's overall business process by means of a series of prioritized studies employing contracted agencies.

The Senior Director for Plans and his staff began quickly to oversee their first process review study. They engaged The Institute for Defense Analyses (IDA) to study the relationship between the Joint POW/MIA Accounting Command (JPAC) and the U.S. Air Force Life Sciences Equipment Laboratory (LSEL). The main purpose of the study is to examine the entire process of loss incident analysis to ensure DoD was making the best use of the

LSEL capabilities while minimizing delays in the time required to identify remains.



*Army Staff Sgt. Michael Harris, a Mortuary Affairs Specialist, and Marine Corps Gunnery Sgt. Christopher Behn, an Explosive Ordinance Disposal Technician, hike through the mountains on their way to the crash site of a C-47 aircraft lost during WWII in the Himalayan Mountains of Tibet. (Photo by Sgt. Ricardo Morales)*

In May, DPMO hosted the DoD Personnel Accounting Conference in Arlington, Virginia. Representatives from the Office of the Secretary of Defense, the United States Pacific Command, the Military Departments, the Intelligence Community, the Department of State, major veterans' service organizations, and leaders of family organizations of the missing from the Vietnam, Korean War, and Cold War took part in a variety of workshops dealing with various aspects of personnel accounting. During the three-day session, participants discussed challenges facing the personnel accounting community and formulated short- and long-term strategies to advance progress.

In October, DPMO convened its first strategic planning conference in several years. The purpose of the conference was to examine the challenges that lay ahead, redefine, if necessary, DPMO's mission statement, clarify its vision of the future, and finally establish goals and objectives that would lead the office to fulfill its vision. The conference was highly successful, resulting in a formal strategic plan for the office that DPMO will publish in early 2005.

## APPENDIX A

### DOCUMENT MANAGEMENT DIVISION PRODUCTION BREAKDOWN

47 FOIA requests for 6,085 pages  
343 declassification requests totaling 15,692 pages  
7,561 pages of SAR logs transferred to the Library of Congress  
18,200 pages shipped to the Library of Congress (993,363 pages)  
1,704 pages of new message traffic processed for the Library of Congress  
34 PNOK "status change" files of 7,228 pages  
341,393 "log-ins" to the Library of Congress database  
33 case files added to RetrievalWare, with 153 case files total in RetrievalWare  
33 case files indexed  
100 case files electronically scanned  
625 complete case file updates  
297 "case summary sheets" totaling 1,515 pages completed for families  
1,213 files checked out and in

# APPENDICES

## APPENDIX B

### ACRONYMS

<b>AFDIL</b>	<i>Armed Forces DNA Identification Laboratory</i>
<b>CILHI</b>	<i>Central Identification Laboratory, Hawaii – The “CIL” is now part of JPAC.</i>
<b>CSAR</b>	<i>Combat Search and Rescue</i>
<b>DASD</b>	<i>Deputy Assistant Secretary of Defense</i>
<b>DIA</b>	<i>Defense Intelligence Agency</i>
<b>DMZ</b>	<i>Demilitarized Zone</i>
<b>DNA</b>	<i>Deoxyribonucleic Acid</i>
<b>DoD</b>	<i>Department of Defense</i>
<b>DoS</b>	<i>Department of State</i>
<b>DPMO</b>	<i>Defense Prisoner of War/Missing Personnel Office</i>
<b>DPRK</b>	<i>Democratic Peoples Republic of Korea (North Korea)</i>
<b>FOIA</b>	<i>Freedom of Information Act</i>
<b>GULAG</b>	<i>Glavnoe Upravlenie Lagerej – Main Administration of Camps in the former Soviet Union</i>
<b>ICRC</b>	<i>International Committee of the Red Cross</i>
<b>JCSD</b>	<i>Joint Commission Support Directorate, the DPMO Directorate responsible for assisting the USRJC</i>
<b>JFA</b>	<i>Joint Field Activity</i>
<b>JPAC</b>	<i>Joint POW/MIA Accounting Command – Formed by the merger of JTF-FA and CILHI in October 2003</i>
<b>JPRA</b>	<i>Joint Personnel Recovery Agency</i>
<b>JRO</b>	<i>Joint Recovery Operation</i>
<b>JTF-FA</b>	<i>Joint Task Force-Full Accounting -- JTF-FA is now part of JPAC</i>
<b>KGB</b>	<i>Komitet Gosudarstvennoj Bezopastnosti – Committee for State Security in the former Soviet Union</i>
<b>LKA</b>	<i>Last Known Alive</i>
<b>LoC</b>	<i>Library of Congress</i>
<b>LSEL</b>	<i>Life Sciences Equipment Laboratory</i>
<b>MIA</b>	<i>Missing in Action</i>



## ACRONYMS (continued)

<b>MPA</b>	<i>Missing Persons Act</i>
<b>NARA</b>	<i>National Archives and Records Administration</i>
<b>NPRC</b>	<i>National Personnel Records Center</i>
<b>NSPD</b>	<i>National Security Presidential Directive</i>
<b>PMCOLD</b>	<i>Personnel Missing in the Cold War</i>
<b>PMKOR</b>	<i>Personnel Missing in Korea</i>
<b>PMSEA</b>	<i>Personnel Missing in Southeast Asia</i>
<b>PMWWII</b>	<i>Personnel Missing in World War II</i>
<b>POW</b>	<i>Prisoner of War</i>
<b>PRC</b>	<i>People's Republic of China</i>
<b>ROK</b>	<i>Republic of Korea (South Korea)</i>
<b>SAR</b>	<i>Search and Rescue</i>
<b>SRV</b>	<i>Socialist Republic of Vietnam</i>
<b>Stony Beach</b>	A Defense Intelligence Agency program devoted to investigating live sighting reports, and last known alive and other sensitive cases associated with the Vietnam War
<b>TPC</b>	<i>Tripartite Commission (of the International Committee of the Red Cross)</i>
<b>USJFCOM</b>	<i>United States Joint Forces Command</i>
<b>USPACOM</b>	<i>United States Pacific Command</i>
<b>USRJC</b>	<i>United States-Russia Joint Commission on POW/MIA Affairs</i>
<b>VNOSMP</b>	<i>Vietnam Office for Seeking Missing Persons</i>



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